## The Maryland Agricultural Land Preservation Foundation

## **Annual Report for FY 2002**

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# STATE OF MARYLAND DEPARTMENT OF AGRICULTURE MARYLAND AGRICULTURAL LAND PRESERVATION FOUNDATION

August 1, 2003

The Honorable Robert L. Ehrlich, Jr., Governor The Honorable Thomas V. Miller, Jr., President of the Senate The Honorable Michael E. Busch, Speaker of the House

#### Gentlemen:

We are pleased to present the Fiscal Year 2002 Annual Report of the Maryland Agricultural Land Preservation Foundation. In 2002, the program celebrated its twenty-fifth year of operations. Maryland's program remains one of the nation's leaders in farmland preservation. Combining the accomplishments of the Foundation's program and the county programs, Maryland has again preserved more farmland than any other state.

At the close of FY 2002, the Foundation had 3,062 individual farms enrolled in its program, protecting a total of 398,927 acres. The Foundation also added 146 farms and 17,431 acres to agricultural land preservation districts.

As of June 30, 2002, the Maryland Agricultural Land Preservation Foundation either purchased or acquired options to purchase perpetual preservation easements on 1,551 farms, totaling 217,460 acres. Since last year's annual report, the Foundation acquired 119 regularly-funded and 37 GreenPrint-funded options to purchase perpetual preservation easements on 19,192 acres.

Our mission is to perpetuate a viable agricultural industry and help curb sprawl development by preserving a critical mass of Maryland's productive farmland. With the strong support of the legislature and the agricultural community, we will continue our efforts by focusing on protecting the best quality farms, building on existing preservation areas to increase the size of contiguous blocks of preserved farmland, and continuing to reduce the time to go to settlement on purchased easements. With our county partners, we will work to maintain the agricultural support structure and direct development away from agricultural areas.

Your continued support allows us to protect more of this precious land as development pressures increase. Once farmland and woodland are lost to development, they are unlikely ever to return to productive agricultural use. We thank you for your past support, and we ask for your continued support into the future.

Sincerely,

Lloyd C. Jones, Jr. Acting Chairman, MALPF

Lloyd C. Jones, Jr.

Lewis R. Riley Secretary of Agriculture

James A. Conrad
Executive Director, MALPF

"SERVING YOU FOR 30 YEARS" 1973-2003

# What is the Maryland Agricultural Land Preservation Foundation?

The Maryland Agricultural Land Preservation Foundation (MALPF) was created by the Maryland General Assembly to preserve productive farmland and woodland for the continued production of food and fiber for all present and future citizens of the State. The preservation of agricultural land helps to curb the expansion of random urban development, protects wildlife habitat, and enhances the environmental quality of the Chesapeake Bay and its many tributaries. During the Foundation's twenty-five years of existence, more than 3,062 farms totaling 398,927 acres have been preserved by recorded documents which protect the land from commercial, industrial and residential development. As of June 30, 2002, more than 1,551 of these farms, consisting of 217,460 acres, have been permanently protected from development through the purchase of perpetual preservation easements. Today, the Maryland Agricultural Land Preservation Program is one of the most successful programs of its kind in the nation. Maryland has preserved in perpetuity more agricultural land than has any other state in the country. This report contains a new section describing the accomplishments of all of Maryland's land preservation programs. (See pages 18-23.)

## **How is the Program Funded?**

For FY 2002, the Maryland Land Preservation Foundation was funded primarily by special funds. The **State Transfer Tax** is a tax assessed on all real estate property transfers. The Foundation receives 17.05% of the State Transfer Tax remaining after certain funds are set aside by the State for long term obligations and allocations. The Foundation receives additional State Transfer Tax revenue from the creation and funding of the Rural Legacy Program.

The <u>Agricultural Transfer Tax</u> is collected when farmland is sold and converted to another land use. The Foundation receives two-thirds of the amount of Agricultural Transfer Tax collected by each county, while one-third is retained by the local jurisdiction for agricultural land preservation purposes. A county with a local agricultural land preservation program certified by the Foundation and the Maryland Department of Planning may retain 75% of the Agricultural Transfer Tax collected for local farmland preservation purposes.

Many counties provide varying amounts of <u>Local Matching Funds</u> to help acquire easements. Most of these funds are derived from the individual county's share of the agricultural transfer tax, but some add other county funds. The total county commitment is used to make easement offers to landowners within that county on a 40% county and 60% State matching fund basis. Total Local Matching Funds received in FY 2002 were \$7,620,515.00.

Funds for FY 2002 were also derived through <u>cooperative arrangements</u> with the GreenPrint Program of the Maryland Department of Natural Resources (see pages 7-8) and the Federal Farmland Protection Program of the Natural Resources Conservation Services of the United States Department of Agriculture (see page 9).

Funds may also be derived from <u>Special Grants</u>, <u>Donations and the reimbursement for acres released for lot exclusions</u>. Some counties have provided funds to make 100% county-funded offers to purchase easements to be processed and administered by the Foundation. In FY 2002, Carroll, St. Mary's, and Baltimore Counties provided funds to the Program for 100% county-funded easement purchases.

## **How Does the Program Operate?**

#### **Program Administration**

The Maryland Agricultural Land Preservation Foundation is governed by the Agricultural Article, Sections 2-501 through 2-515 of the Annotated Code of Maryland. The Program is administered by a 12-member Board of Trustees which includes the State's Comptroller, Treasurer, and Secretary of Agriculture, all of whom serve as ex-officio members. The other nine members of the Board serve "at-large" and represent various regions of the State. All m embers are appointed by the Governor and serve a term of four years. At least five of the at-large members are farmer representatives of whom three represent the Maryland Agricultural Commission, the Maryland Farm Bureau and the Maryland State Grange.

Responsibilities of the Foundation's Board of Trustees include: disseminating information to farmland owners and other Maryland citizens; providing assistance and coordination to the twenty-three Agricultural Land Preservation Advisory Boards; promulgating program rules, regulations and procedures; reviewing and approving District Agreements; and acquiring, by purchase or donation, agricultural land preservation easements on productive agricultural land.

The Program is based on a partnership with local governments. Each local government appoints a five- member agricultural land preservation advisory board to assist the Foundation by providing information about the program; creating program rules, regulations and procedures; and creating agricultural land preservation "districts," and setting priorities in the purchase of perpetual easements.

#### Qualifications and Benefits of District Establishment

The Program consists of two basic steps: the establishment of agricultural preservation districts, and the purchase of perpetual agricultural conservation easements. Both steps depend on voluntary participation by interested landowners.

Landowners petition the county to create an agricultural preservation district for eligible properties. A district is land on which the owner is willing to commit to agricultural use for a minimum of five years by recording a district agreement with the Foundation recorded in the county land records restricting the subdivision and development of the land and preventing commercial, industrial, or residential use during the term of the agreement. Under the agreement, farm and forestry production is encouraged and protected.

To qualify for participation in the program, a property must meet minimum size, soil productivity, and location criteria. First, since October 1, 2001, a property must be at least <u>fifty contiguous acres</u> in size. A property smaller than fifty acres may qualify to participate if it meets certain requirements or is adjacent to land already enrolled in the Foundation's Program or a program with similar restrictions, and together they compose a contiguous block of protected land of fifty acres or more.

Second, a property must also contain <u>at least</u> <u>fifty percent of its soils classified as USDA soil capability Class I, II, or III and/or Woodland Group 1 or 2. Soils with these classifications are considered prime and are capable of producing agricultural commodities with reasonable yields and returns.</u>

## Benefits of Putting Land into an Agricultural Land Preservation District:

- → Direct and indirect support of agriculture.
- Recognition from the county and the State that the preferred use of the property is agriculture which is reflected in a document recorded in the county land records.
- → Insulation of normal agricultural activities from nuisance complaints.
- → Possible tax credits (if the county where the property is located has developed a tax credit program).
- Eligibility to submit an application to sell a permanent agricultural land preservation easement to the Foundation.

Finally, land within the boundaries of a tenyear water and sewer service area plan is generally not eligible unless it has extraordinary productive capability and is of significant size.

#### Selling an Easement

Once the agricultural land preservation district is established, the landowner is eligible to apply to sell a permanent easement to the Foundation. With high demand to sell easements and limited State funding, the application process is competitive. Offers cannot be extended to every applicant.

Applications submitted by landowners must include their asking price for any easement offered for sale. The maximum price that the Foundation can pay is either the landowner's asking price or the easement value, whichever is lower. A property's easement value is determined by subtracting its agricultural value from the fair market value. (See figure 1 below.)

Counties can choose whether to have their applicant pool ranked by a local prioritization method approved by the Foundation or by the traditional ranking methodology used by the Foundation. In FY 2002, nine counties ranked their properties by a local prioritization method –

Baltimore, Caroline, Cecil, Charles, Harford, Kent, Talbot, Washington, and Wicomico.

The traditional ranking method used by the Foundation for the remaining counties is on a discount ratio. Properties are ranked by a ratio determined by dividing the landowner's asking price by the appraised easement value. A ratio of less than 1.0 indicates that the landowner is willing to sell an easement for less than the appraised easement value, letting the State purchase the easement at a discount. The landowner who offers the best discount to the State is ranked first. Discounting maximizes the number of easement acres the State can acquire.

Any offer made by the Foundation is subject to available funds and the approval by the State Board of Public Works.

Settlement generally takes place nine to fourteen months after the application deadline (July 1<sup>st</sup> of each year). Settlement may take longer if survey work is needed, acreage must be verified, additional owner signatures are needed, financial institutions or third party interests are discovered, or unforeseen title problems are identified. The Foundation continues to evaluate ways to shorten the time to settlement.

#### **Easement Value Formula:**

#### Appraised Fair Market Value (less) Agricultural Value (equals) Easement Value

The <u>appraised fair market value</u> is determined by the better of at least two appraisals conducted by the State and by the appraisal submitted by the landowner if included with the application.

The <u>agricultural value</u> is determined by a formula that calculates a land rent based on soil productivity **OR** the 5-year average cash rent in the county, whichever is lower.

The <u>easement value</u> establishes the maximum compensation a land-owner could be offered by the Foundation to purchase an agricultural land preservation easement.

Please note: The Foundation's offer to purchase an agricultural land preservation easement on any property depends on county approval and prioritization of the application to sell an easement, available funds, and approval from the State Board of Public Works.

Since 1985, the Foundation has required a Soil Conservation and Water Quality Plan for each property submitted for easement sale. The required plan identifies existing erosion and water quality problems on the land and recommends best management practices or other conservation measures necessary to address them and a schedule for implementation. The landowner is responsible for implementing the plan according to the schedule contained within the plan if an easement is purchased on the property. The implementation responsibility is included in the recorded Deed of Easement as a special condition. The land protected from erosion, potential yield production is increased, and the flow of sediment into neighboring streams, rivers, and ultimately the Chesapeake Bay is reduced or eliminated.

A **Forest Management Plan** is required prior to settlement of the easement on properties having 50% or more of the land in woodland. A Plan is often recommended when a property has significant forested acreage, even when it is less than 50% of the total.

Once an agricultural land preservation easement is purchased by the Foundation, the property is protected from further development. Certain rights are retained by the landowner who originally sold the easement. This landowner can construct a house for his or her personal use and/or the use of the children, subject to certain restrictions, density requirements, and county approval. Easements sold by non-family corporations retain the right to construct an owner's house on the property as long as the corporation or the property does not change hands. Non-family corporations do not retain the right to construct houses for the use of children.

When the land is sold or transferred by the landowner who originally sold the easement, any rights to construct dwellings for the use of the owner or his or her children are extinguished.

For more details or specific questions about the program's operations, contact the Foundation directly or call the program administrator in the county where the property under consideration is located.

#### FY 2002 Easement Offers

The Foundation received 400 applications to sell an easement for the FY 2002 Easement Acquisition Program. Of the properties submitted for consideration, 290 farms were approved and appraised for possible easement sales.

Each property approved for easement sale was appraised by two independent fee appraisers contracted by the State to estimate the fair market value of the land, not including improvements. Properties with less than 50 acres were appraised as if they were part of a 50 acre parcel.

The Office of Real Estate in the Department of General Services reviews each appraisal and recommends to the Foundation the appraisal which best represents the property and adheres to the appraisal specifications set by the Foundation and included in its contract agreement with the appraiser.

In FY 2002, the Foundation made **156** easement offers to landowners applying in the FY 2002 Easement Acquisition Program. Of those offers, **119** were standard MALPF offers and **37** were Green Print-funded offers.

The Foundation acquired these easements at a combined discount of \$10,328,934 below the total combined easement values due to competitive bidding for FY 2002. The total acquisition cost for the 156 easement offers was \$37,582,057.09.

# **Cooperative Arrangements with Other Agencies and Programs**

#### Rural Legacy Program

In 1997, the Maryland General Assembly approved the Rural Legacy Program as a major component of then Governor Parris N. Glendening's Smart Growth and Neighborhood Conservation Initiative.

Administered by the Rural Legacy Board, made up of the Secretaries of the Maryland Department of Agriculture, Department of Natural Resources and Department of Planning, the program was established to protect natural resources, farms, forests and other sensitive environmental areas while maintaining the viability of resource-based economies and the proper management of tillable and wooded areas. The program provides funds to local governments and land trusts to purchase interests in real property, as well as to purchase property in fee-simple, in designated Rural Legacy Areas (RLA's).

On February 23, 1999, the Maryland Agricultural Land Preservation Foundation's Board of Trustees approved the concept of co-holding Rural Legacy easements whose focus is primarily agricultural and generally meets the minimum qualifications of the Foundation's program. Final approvals are given on a case-by-case basis and are contingent upon the Rural Legacy easements not having any language that could potentially conflict with MALPF program restrictions. Further, the Board requires a Memorandum of Agreement between the Rural Legacy sponsor and MALPF to outline easement monitoring and enforcement responsibilities.

Settlement of Rural Legacy easements is the financial responsibility of the Rural Legacy sponsor. There is no cost to MALPF other than administrative costs associated with ensuring easement monitoring and enforcement.

During FY 2002, the Foundation voted to co-hold seventeen new Rural Legacy easements with four sponsors. By July 1, 2002, the Foundation had

voted to co-hold a cumulative total of 46 Rural Legacy easements with four sponsors.

Seven of the newly approved easements are located in the Little Pipe Creek Rural Legacy Area of Carroll County, covering 685 acres. Five are located in the Piney Run Rural Legacy Area of Baltimore County, covering 646 acres. Four are located in the Long Green Valley Rural Legacy Area of Baltimore County, covering 266 acres. One property is located in the Gunpowder River Rural Legacy Area of Baltimore County, covering 116 acres.

Over time, successful Rural Legacy Areas will establish greenbelts of forests and farms around rural communities, protect critical native wildlife and plant habitats, strengthen natural resource based economies, and protect riparian forests, wetlands and greenways buffering Maryland's valuable tributaries and bays from pollution run-off.

Interest in the Rural Legacy Program continues to be strong as shown by the number of applications for each grant cycle. Over the four application cycles, there have been \$363.9 million in requests for \$111.6 million in available grant funds. Rural Legacy Areas are located in 21 of Maryland's 23 counties.

The goal of the Rural Legacy Program is to preserve 225,000 acres of land during a 15-year period, at an estimated cost of about \$600 million (estimated cost per acre from the original grant cycle). This Rural Legacy Program goal would only be achievable with the higher levels of funding proposed by then Governor Glendening when the Program was approved by the General Assembly in 1997 and continued by the Maryland General Assembly each year thereafter.

#### FY 2002 CO-HELD RURAL LEGACY EASEMENTS

(Status as of July 1, 2002)

	Number of Easements	Total Acreage	Average Farm Size (acreage)	Direct Cost of Easement	Average Cost of Easement Acquisition	Average Easement Acquisition
				Acquisition	per Property	Cost per Acre
Gunpowder River	L	<b>Area</b> (Baltir	more County)			Tiere
FY 2002 approved	1	116.190	116.190	\$580,989.33	\$580,989.33	\$5,000.34
FY 2002 settled	0	0	0	0	0	0
Total approved	1	116.190	116.190	\$580,989.33	\$580,989.33	\$5,000.34
Total settled	0	0	0	0	0	0
Long Green Valley	Rural Legacy	Area (Balt	imore County)			
FY 2002 approved	4	266.245	66.561	*\$946,751.74	*\$315,583.91	*\$4,002.25
FY 2002 settled	2	191.345	95.672	\$810,940.90	\$405,470.45	\$4,238.11
Total approved	4	266.245	66.561	*\$946,751.74	*\$315,583.91	*\$4,002.25
Total settled	2	191.345	95.672	\$810,940.90	\$405,470.45	\$4,238.11
Piney Run Rural L	egacy Area (E	Baltimore Co	unty)°			
FY 2002 approved	6	728.493	121.415	°\$2,789,235.13	\$464,872.52	\$3,828.77
FY 2002 settled	2	300.744	150.372	\$1,075,262.34	\$537,631.17	\$3,575.35
Total approved	16	1,759.822	109.989	\$6,183,765.13	\$386,485.32	\$3,513.86
Total settled	9	1,019.512	103.133	\$3,429,686.07	\$339,453.00	\$3,291.41
Little Pipe Creek R	Rural Legacy A	<b>Area</b> (Carrol	1 County)†			
FY 2002 approved	6	684.542	114.090	\$1,542,418.65	\$257,069.77	\$2,253.21
FY 2002 settled	8	779.418	97.427	\$1,817,501.65	\$227,187.71	\$2,331.87
Total approved	25	2,402.979	96.119	\$5,590,420.65	\$223,616.83	\$2,326.45
Total settled	21	1,883.430	89.687	\$4,397,590.62	\$209,409.08	\$2,334.88
TOTALS – All Rui	ral Legacy Ar	eas				
FY 2002 approved	17	1,795.470	105.616	*\$5,859,394.85	*\$366,212.18	*\$3,318.30
FY 2002 settled	11	1,106.254	100.568	\$3,100,627.29	\$281,875.21	\$2,802.82
Total approved	46	4,545.236	98.809	*\$13,301,926.85	*\$295,598.37	*\$2,945.81
Total settled	32	3,094.287	96.696	\$8,638,217.59	\$269,944.30	\$2,791.67

Rural Legacy easements co-held by the Maryland Agricultural Land Preservation Foundation are not included in the acreage totals of easements held by MALPF. Such easements are counted in the protected lands totals for Maryland under the Rural Legacy Program's protected acreage.

The acreage and cost of easement acquisition reported for approvals are those given at the time of Board approval. The acreage and cost of easement acquisition reported for easement purchases which settled are those recorded at closing.

<sup>\*</sup> One 29.690-acre property approved for a co-held Rural Legacy easement in the Long Green Valley Rural Legacy Area will not be settled and will not be included in future tables. No Rural Legacy offer was made on the property, and the easement on the property was eventually purchased with regular MALPF funds. While included in the "approved" acreage totals, this property was excluded from the calculations involving easement values because no offer was made to purchase the easement.

One 78.250-acre property approved for a co-held Rural Legacy easement in the Piney Run Rural Legacy Area will not be settled and will not be included in future tables.

<sup>†</sup> Carroll County figures include one easement over a 49.336 acre property which is 100% funded with County Rural Legacy funds.

1	FV 2002	CREENPRI	VT-FUNDED	FASEMENTS PLIR	CHASED BY MALPF
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County	Number of	Total	Average	Direct	Average Cost	Average
	Easements	Acreage	Farm Size	Cost of	of Easement	Easement
			(acreage)	Easement	Acquisition	Acquisition
				Acquisition	per Property	Cost per Acre
Baltimore	4	767.7290	191.9323	\$2,383,953.08	\$595,988.27	\$3,105.20
Caroline	7	935.1930	133.5990	\$611,288.57	\$87,326.94	\$653.65
Cecil	5	779.4695	155.8939	\$1,156,946.94	\$231,389.39	\$1,484.27
Dorchester	16	2,421.8059	151.3629	\$2,023,823.11	\$126,488.94	\$835.67
Harford	1	81.2320	81.2320	\$240,696.00	\$240,696.00	\$2,963.07
Queen Anne's	3	418.7660	139.5887	\$459,874.24	\$153,291.41	\$1,098.17
Talbot	1	219.2980	219.2980	\$327,447.00	\$327,447.00	\$1,493.16
TOTALS	37	5,623.4934	151.9863	\$7,204,028.94	\$194,703.48	\$1,281.06

As of July 1, 2003, all FY 2002 GreenPrint offers had settled, with one exception in Dorchester County. This Dorchester property is included based on its district acreage and offer amount. Totals based on the final acreage and easement costs may change slightly at settlement. Any changes will be reflected in subsequent annual reports. Unlike co-held Rural Legacy easements, MALPF/GreenPrint easements are included in the MALPF totals.

#### GreenPrint Program

In 1990, an Executive Order by former Governor William Donald Schaefer created the Maryland Greenways Commission and a long-term State commitment to protect greenway corridors primarily for ecological and recreational purposes. The work of the Commission on greenway planning led eventually to the green infrastructure assessment and the realization that Maryland needed to take a more strategic approach to the conservation of critical undeveloped land.

In May 2001, then Governor Parris Glendening signed into law a \$35 million program designed to protect lands critical to long-term ecological health. As the State's most recent Smart Growth initiative, GreenPrint supports efforts to steer growth to appropriate areas while preserving the more environmentally-sensitive areas.

These lands, referred to as Maryland's "green infrastructure," provide the natural foundation needed to support a diverse plant and animal population and enable valuable natural processes like filtering water and cleaning the air to occur.

The Department of Natural Resources

(DNR) has identified over two million acres of green infrastructure lands. This program boosts the State's land conservation capacity by about 13,000 acres per year over five years. State officials hope to leverage other resources and plan to work with citizens, land trusts, and conservation groups to stimulate a variety of actions to protect these important lands.

For FY 2002, the GreenPrint program authorized two state agencies to undertake activities to conserve identified lands: the Department of Natural Resources and the Maryland Agricultural Land Preservation Foundation.

Under statute, 25% of the funds allocated for FY 2002 on green infrastructure land acquisitions and easements (\$8.75 million) were to be spent to protect properties within MALPF-approved agricultural districts that contain green infrastructure lands. After adjustments for budget reductions, MALPF had \$7,500,000 available to purchase and settle on these easements.

These easement purchases followed the normal administrative procedures by which landowners apply to sell their easements to the Foundation. For FY 2002, MALPF/GreenPrint offers were extended to 45 landowners, with 36 accepting,

totaling 5,466 acres for \$7,188,082.51.

As explained in the Foundation's FY 2001 Annual Report, MALPF drew on the existing pool of applicants to sell easements to MALPF for FY 2002. Applicants who did not receive standard MALPF easement offers had their properties ranked by the Department of Natural Resources based on the following:

- 1) the number of acres of green infrastructure;
- 2) the percent of the property containing green infrastructure;
- 3) the position of the property relative to other protected lands;
- 4) the ecological value of the resources contained on the property and within the larger green infrastructure in which the property is located; and
- 5) the vulnerability of the property to development pressure.

#### Conservation Reserve Enhancement Program

The Maryland Department of Natural Resources requested the Foundation's support and approval in the development of a policy that would allow the MALPF program and the Maryland's Conservation Reserve Enhancement Program (CREP) Easement Option to work effectively together.

Both easement programs focus on preserving and protecting agricultural land from development. The difference is that MALPF preserves the land for continued full range of agricultural production, while CREP specifically removes cropping and some grazing rights (some timber rights remain) to protect sensitive agricultural land adjacent to waterways and prior converted wetlands.

The Maryland Board of Public Works approved a new CREP rate structure in the fall of 2001 to allow permanent MALPF and CREP easements to work effectively together. New CREP easement rates were established for each county in Maryland. The new rates are based on the analysis of sales data for agricultural land over the last three years. Generally, new rates in each county represent about 70% of the average fair market value paid over the period studied. In addition, the Board of

Public Works approved a statewide agricultural rate, intended to be paid in situations where CREP easement provisions piggyback on top of more comprehensive easement programs such as MALPF or Rural Legacy.

The Foundation recognizes that CREP provides farmers with the possibility of acquiring an income stream and/or additional equity from property in a way that can complement the farming operation and the requirement of the MALPF easement for a soil conservation and water quality plan resulting in best management practices.

The Foundation also recognizes that CREP, because of its focus on removing agricultural lands from production, has the possibility for permanent commitments that can run contrary to the legislative intent of MALPF by taking lands out of production beyond what may be recommended by standard conservation practices.

Three different scenarios can occur in the relationship between CREP and MALPF activities on a property: (1) a CREP contract could be placed on a pre-existing MALPF district or easement property; (2) a CREP permanent easement could be placed on a pre-existing MALPF district or easement property, or (3) a MALPF district agreement could be placed on property with a pre-existing CREP easement.

The proposed policy was presented to the Foundation's Board of Trustees on May 28, 2002. The general ideas behind this policy proposal were: (1) a 10- or 15-year CREP contract is not of concern to MALPF on either its district or easement properties; (2) if a CREP easement precedes a MALPF district or easement, the CREP acreage will be withheld or excluded from the district or easement; and (3) if the MALPF district or easement precedes a CREP easement, the MALPF district or easement will be subordinated to the CREP easement.

With the CREP easement in place, the non-CREP property would still have to meet minimum requirements for a MALPF district and easement (such as soils and acreage, though the CREP acreage can be used to meet the contiguous acreage requirement) and the CREP easement should have a minimal impact on the overall farming operation,

such as creating buffers in areas where such buffers would already be recommended under best management practices.

Under the proposal, requests for easement overlays would be approved administratively if: (1) the area included in the CREP easement had been explicitly defined in an approved soil conservation and water quality plan; (2) the property still meets the minimum productive soil criterion with the CREP easement acreage excluded; (3) the property still meets the minimum acreage criterion; (4) the width of all buffers of waterways is no wider than 180 feet for each side of the waterway for a total of 360 feet; (5) the percentage of acreage of productive soils (Classes I, II, and III and Woodlands soils Classes I and II) taken for the CREP easement is no greater than 15% of the total productive soils on the property; and (6) the application is approved by the county's agricultural land preservation advisory board and the local soil conservation district.

The MALPF Board of Trustees voted to approve the overlay of CREP easements on MALPF easements subject to the conditions outlined above and subject to approval of the Governor's Office, the Board of Public Works, and county governing authorities. As of the end of FY 2002, this policy had not yet been approved by these entities.

#### Federal Farmland Protection Program

In May, 2002, the United States Department of Agriculture announced that \$50 million in grant money would be available through the Farmland Protection Program to applicant organizations throughout the country that are engaged in the protection of farmland. The Foundation joined with fifteen counties to create a consolidated state and county grant application. Land trusts and individual counties also applied for grants independently.

The Natural Resources Conservation Services, which oversaw the grant process, uses the Land Evaluation Site Analysis (LESA) system to rank properties that are eligible for awards. The LESA system is based on the quality of a farms soils and a site analysis. The site analysis examines the areas surrounding the property, taking into consideration factors such as the amount and type of development in the area of the farm and contiguity with other preserved land. NRCS requires that the FPP grants be matched with at least 50% matching funds.

The total grant awards for Maryland was \$2,545,000. Of that amount, \$1,751,750.00 was awarded to the MALPF and county consolidated application. The counties joining with MALPF for the consolidated application included Baltimore, Calvert, Caroline, Cecil, Charles, Dorchester, Frederick, Harford, Kent, Queen Anne's, St. Mary's, Talbot, Washington, Wicomico, and Worcester. The FPP award funds will be used in making offers for the FY 2003 cycle.

## **Proposed Regulations and Policy Change**

#### Policy on Tenant Houses

The MALPF Policy Review Committee recommended clarification and amendments to the tenant house policy to the Board of Trustees.

MDA's legal counsel advised the Board that some uncertainty remains over the enforceability of the Foundation's review process for requests to construct tenant houses on easement property. Under current statute, regulation, and easement language, the Board may only have the right to verify that the property meets the minimum acreage requirements and determine that the house will be occupied by a tenant fully engaged in the farming operation. Legal counsel advised the Board that the tenant house policy should be updated and the policy be put into interpretive regulation and easement language to clarify the conditions under which tenant house requests will be granted and the role of the Foundation in the approval of tenant house requests.

Based on a review and comments by members of the Board, program administrators, and legal counsel, the Foundation staff was completing revisions to the policy at the end of the fiscal year to take a final version back to the Board of Trustees for adoption. The text of the approved tenant house policy will be reported in the FY 2003 annual report. The policy will be adopted as interpretive regulations to clarify the procedures to follow and what criteria to apply to tenant house requests and approvals.

#### Change in Appraisal Standards

The Foundation has been concerned about the appraisal process establishing values for smaller properties not qualifying for the agricultural land preservation program on their own. The concern has been that appraisals overvalued smaller properties relative to the larger properties, creating an incentive structure that favored smaller properties in contradiction to the goals of the program. Because of this concern, the Department of General Services

instructed appraisers to value the properties smaller than 100 acres as if they were part of a 100-acre property. The 100-acre bench-mark was based on the minimum acreage necessary for properties to qualify for participation in the MALPF program when not contiguous to other protected land.

The 2001 legislative session reduced the minimum acreage necessary for properties to qualify for the MALPF program on their own to 50 acres. Based on the change in statute, the Foundation's Board of Trustees approved a policy to instruct appraisers to value properties smaller than 50 acres as if they were part of a 50-acre property, but to value properties 50 acres and larger based on the size of the property.

#### Revision of the Deed of Easement

MALPF is in the process of revising and updating the language of the Deed of Easement to improve its ability to enforce the easement and to ensure that the easement adequately addresses current Foundation policy.

The proposed document is a significant revision of the easement to reflect more accurately current Foundation policy. Among the issues addressed are multiple owners and lot rights, tenant houses, statement of purpose, subdivision, and long-term leasing.

As of this writing, the revisions have been approved by the Foundation's Board of Trustees, with the exception of multiple owners and lot rights. Because of substantial changes to the program during the 2003 Legislative Session, the final revision of the new easement will incorporate statutory changes that will become effective October 1, 2003.

#### Wastewater Spray Irrigation on MALPF Easement Properties

The Foundation staff received requests from

several counties and municipalities on Eastern Shore for Board guidance on using district and easement properties for the spray irrigation of treated water from sewage treatment plants.

Under current State regulations administered by Maryland Department of the Environment, spray irrigation with wastewater can only be used on feed crops and cannot be applied to crops for direct human consumption such as strawberries or tomatoes. Wastewater spray irrigation also requires establishing buffers between the area where such irrigation takes place and adjacent properties and activities.

The central issue is whether this is an acceptable use of MALPF easement property. If it is deemed to be an acceptable use, the Foundation must determine an acceptable process by which a project using easement property for wastewater spray irrigation can be reviewed and approved.

Some of the primary concerns expressed by Board members were as follows.

- The use of wastewater for irrigation on MALPF easement properties should not create growth patterns contrary to State, county and/or municipal objectives. The impact on growth could be consistent with the Smart Growth initiative or could undercut it. Growth management considerations must be part of any approval process.
- 2) The state has a significant investment in easement properties. The purpose of the public investment is to guarantee the long-term viability of each property in profitable agricultural production. While wastewater spray irrigation is not necessarily incompatible with this purpose, such a use affects the range of what can be produced on easement property and, thus, can affect the value of the State's investment. This suggests each case may be unique and a blanket approval should not be given.
- Any disposal of effluent has the potential to include contaminants that could damage the soil or diminish its productivity. Concern with

the content of groundwater discharge would require that the source of the effluent and any possible contaminants be identified during the review process and be subject to ongoing monitoring. Thus, a review process should include an environmental evaluation and/or incorporate the existing permitting process in Maryland's Department of the Environment.

Several members of the Foundation's Board and staff toured the wastewater treatment and spray irrigation facilities at Allen Family Foods in Cordova, Talbot County, and the town of Ridgely in Caroline County on August 9, 2002. The field trip observations and discussions proved valuable and positive in the evaluation of the pending requests.

The Board concluded that whatever policy is developed, it should be developed with the participation of government agencies responsible for groundwater discharge (Maryland Department of the Environment) and growth management (Maryland Department of Planning). The approval process for such a policy should be subject to a review by the Governor's Office and, possibly, the Board of Public Works.

At the end of the fiscal year, the staff continued to work on the development of a policy and procedure for consideration of requests for the use of wastewater spray irrigation on MALPF district and easement properties.

#### 2001 Task Force to Study the Maryland Agricultural Land Preservation Program

During the 2000 Maryland General Assembly, HB 740 created a Task Force to study the Maryland Agricultural Land Preservation Foundation and make recommendations to improve the program's policies, practices, and financial standing. The Task Force submitted its final report to the Governor and the General Assembly on August 21, 2001. The recommendations from that report were detailed in the Foundation's 2001 Annual Report.

The Task Force recommended that some of the recommended changes be implemented immediately or in the short term through legislative action by the General Assembly in the 2002 Legislative Session or through administrative actions of the Foundation. Other recommendations required additional research and evaluation. The Task Force also sought to extend its own existence to complete the research and analysis of the range of issues it has been addressing. For a summary of the 2001 Task Force Report's recommendations and the result of those recommendations, see the table below.

During the 2002 Legislative Session, Senate Bill 544 and House Bill 810 renewed the Task Force to Study the Maryland Agricultural Land Preservation Foundation with a two year extension taking effect June 1, 2002 and to continue to May 31, 2004. The Task Force began its work again in the summer of 2002.

That legislation outlined that "[t]he Task Force shall study and make recommendations for:

- (1) guidelines for farmland preservation acreage goals for each county that complement the State goal;
- (2) guidelines for designation by counties and certification by the State of priority pre-ervtion areas:
- (3) increased funding from new sources for the farmland preservation program that is targeted to priority preservation areas and that enables the program to achieve its legislative goals;

- (4) other revenue sources for the farmland preservation program that enable the program to achieve its legislative goals;
- (5) a schedule to focus new funding increasingly over a 4-year period to priority preservation areas;
- (6) the creation and funding of a statewide critical farms program and methods to encourage the creation of county critical farms programs;
- (7) changes in provisions about tenant houses;
- (8) current and alternative easement valuation systems under the farmland preservation program, including appropriate recommendations for changes and improvements:
- (9) an installment purchase option; and
- (10) other appropriate changes to strengthen the State agricultural preservation program.

With the re-establishment of the Task Force, four major subcommittees were formed: funding, strategy, land-use issues and easement valuation. The tasks with which these committees were charged and the final recommendations of the Task Force are set forth in the Interim Report of the Task Force to Study the Maryland Agricultural Land Preservation Foundation, presented to the Governor and the General Assembly in January, 2003. These tasks and recommendations will be described in the Foundation's 2003 Annual Report.

## Recommendations of the 2001 Maryland Agricultural Land Preservation Foundation Task Force

RECOMMENDATION	METHOD OF	RESULT AS OF
	IMPLEMENTATION	<b>JUNE 30, 2002</b>
Meeting the Goals of	of the Program and Long-term Funding	g
Creation of a Statewide farmland preservation acreage goal.	Further research and analysis by the Task Force and Departments. State legislation.	SJ 010/HJ 022; successful with revisions.
Creation of county farmland preservation acreage goals and designation of preservation areas.	Further research and analysis by the Task Force and Departments. State legislation; implementation by the counties.	Deferred for future research and evaluation.
Creation of a process to certify Priority Preservation Areas.	Further research and analysis by the Task Force and Departments. Legislation and regulatory change.	Deferred for future research and evaluation.
Targeting of new funding to preservation areas.	Further research and analysis by the Task Force and Departments. Legislation.	Deferred for future research and evaluation.
Extend the charge of the Task Force until September 30, 2002.	Governor and General Assembly. Legislation.	HB 810/SB 544; successful; Task Force extended until May 31, 2004.
New funding sources.	Further research and analysis by the Task Force and Departments. Legislation.	Deferred for future research and evaluation.
Increase funding to \$1 billion over 20 years, with \$60 million per year for the first decade.  Evaluate the creation and funding of a statewide	Further research and analysis by the Task Force and Departments. Legislation. Further research and analysis by the Task	Deferred for future research and evaluation.  Deferred for future
critical farms program, and methods of encouraging the creation of such programs on the county level.	Force and Departments.	research and evaluation.
Establish and fund an installment purchase agreement program.	Further research and analysis by the Task Force and Departments.	Deferred for future research and evaluation.
	ed Uses of District and Easement Prope	
Revision of statute and adoption of policies and procedures to allow limited agriculture- and forestry-related commercial uses of district and easement property.	Legislation and implementation by the MALPF Board of Trustees.	HB 998/SB 435; unsuccessful; unfavorable committee report; will be returned to the Task Force for reevaluation.
Prohibition on the subdivision of lots from district or easement property in favor of reservation of lots by withholding acreage from the district (NOT retroactive).	Governor and General Assembly. Legislation.	Unsuccessful; will be returned to the Task Force for reevaluation.
Creation of a policy requiring the MALPF Board to consider, before purchasing an easement, the degree to which development rights on the land withheld from the district may compromise agricultural production on easement land.	Governor and General Assembly. Legislation.	HB 1384; unsuccessful; withdrawn; will be reevaluated by the Task Force.
Revision of the law prohibiting the subdivision of principal dwellings from a farm under easement.	Legislation.	HB 1384; unsuccessful; withdrawn; will be reevaluated by the Task Force.
Prohibition of the subdivision of MALPF easement properties except for agricultural or silvicultural use.	Policy change.	MALPF Board of Trustees adopted new agricultural subdivision policy put into interpretive regulations.

Current Pro	cedures of the MALPF Program	
Revise procedures so that easement applications are sent to and approved first by individual counties before submission to the Foundation.	Policy and procedures change.	Change in policy and procedures adopted by the Foundation.
Revise procedures so that easement offers are made to applicants as soon as their appraisals are completed, instead of when all appraisals are completed.	Policy and procedures change.	Change in policy and procedures adopted by the Foundation.
Revise procedures so that application and offer deadlines are staggered over the course of a year to distribute workload for staff across time.	Legislation, regulatory change, and policy change.	HB 999/SB 391; successful.
Hire more staff at Maryland Department of Agriculture to process easement applications and at the Department of General Services to appraise properties and process settlements.	Funding through State budget for MDA and DGS.	One additional position created and filled at MDA; two additional positions created and filled at DGS.
Evaluate alternative approaches to the appraisal system, such as a point system or easement valuation system now being used by several counties and the Rural Legacy Program.	Extend life of Task Force and then further research and analysis by the Task Force and Departments. Legislation.	Deferred for future research and evaluation.
Change the Declaration of Intent that is signed by buyers of agricultural land into a contract and make it binding for ten years instead of five years.	Legislation.	Unsuccessful.

## **Legislation 2002**

## Relating to Agricultural Land Preservation Issues

#### **Task Force Legislation:**

#### House Bill 810 – Task Force to Study Maryland Agricultural Land Preservation Foundation

Companion bill: Senate Bill 544

Legislative result: passed and vetoed because cross-filed bill, SB544, was signed

Re-creates the 18 member Task Force to study the Maryland Agricultural Land Preservation Foundation and make recommendations to improve the program's policies, practices and financial standing; requiring the Task Force to issue a report; and terminating the Task Force.

#### House Bill 998 – Agricultural Land Preservation Foundation – Easements – Commercial Use

Companion bill: Senate Bill 435

Legislative result: unfavorable committee report

Authorizes the Board of the Maryland Agricultural Land Preservation Foundation to allow limited agriculture- and forestry-related commercial use of land subject to certain preservation easements under certain circumstances; requiring the Foundation to establish certain standards for determining permissible uses; and generally relating to authorizing the Maryland Agricultural Land Preservation Foundation to allow agriculture- and forestry-related commercial use of land subject to preservation easements.

#### House Bill 999 - Maryland Agricultural Land Preservation Foundation - Easement Sale Application

Companion bill: Senate Bill 391 Legislative result: passed and signed

Authorizes the Board of the Maryland Agricultural Land Preservation Foundation to determine easement sale application deadlines.

## House Bill 1384 – Maryland Agricultural Land Preservation Foundation – Proposed Agricultural Districts

Companion bill: none Legislative result: withdrawn

Authorizes the Board of the Maryland Agricultural Land Preservation Foundation to limit the amount of development allowed on land subdivided or excluded from a proposed agricultural district, to reduce the maximum number of permitted owner and children's lots, to increase the reimbursement a landowner pays for permitted lots after the first lot excluded from the easement, etc.

#### House Joint Resolution 22 – Preservation of Agricultural Land

Companion bill: Senate Joint Resolution 10

Legislative result: amended, passed, and signed as "Joint Resolution 16"

Establishes a statewide goal to triple the existing number of acres of productive, agricultural land preserved by the Maryland Agricultural Land Preservation Foundation, the GreenPrint Program, the Rural Legacy Program, and local preservation programs by the year 2022.

#### Senate Bill 391 - Maryland Agricultural Land Preservation Foundation - Easement Sale Application

Companion bill: House Bill 999

Legislative result: passed and vetoed because cross-filed bill, HB999, was signed

Authorizes the Board of the Maryland Agricultural Land Preservation Foundation to determine easement sale application deadlines.

#### Senate Bill 435 – Agricultural Land Preservation Foundation – Easements – Commercial Use

Companion bill: House Bill 998

Legislative result: unfavorable committee report

Authorizes the Board of the Maryland Agricultural Land Preservation Foundation to allow limited agriculture- and forestry-related commercial use of land subject to certain preservation easements under certain circumstances; requiring the Foundation to establish certain standards for determining permissible uses; and generally relating to authorizing the Maryland Agricultural Land Preservation Foundation to allow agriculture- and forestry-related commercial use of land subject to preservation easements.

#### Senate Bill 544 - Task Force to Study Maryland Agricultural Land Preservation Foundation

Companion bill: House Bill 810 Legislative result: passed and signed

Re-creates the 18 member Task Force to study the Maryland Agricultural Land Preservation Foundation and make recommendations to improve the program's policies, practices and financial standing; requiring the Task Force to issue a report; and terminating the Task Force.

#### Senate Joint Resolution 10 – Preservation of Agricultural Land

Companion bill: House Joint Resolution 22

Legislative result: amended, passed, and signed as "Joint Resolution 16"

Establishes a statewide goal to triple the existing number of acres of productive, agricultural land preserved by the Maryland Agricultural Land Preservation Foundation, the GreenPrint Program, the Rural Legacy Program, and local preservation programs by the year 2022.

#### **Non-Task Force Legislation:**

#### House Bill 400 - Agriculture - Land Preservation Easement

Companion bill: none

Legislative result: unfavorable committee report

Alters the criteria required to purchase agricultural land preservation easements; adding language that would allow including agricultural uses allowed by local agricultural zoning ordinances.

## House Bill 567 – Maryland Agricultural Land Preservation Foundation – Allegany and Garrett Counties – Natural Gas Rights

Companion bill: none

Legislative result: passed and vetoed by the Governor for policy reasons

Requires that regulations and procedures adopted by the Maryland Agricultural Land Preservation

Foundation for the establishment and monitoring of agricultural districts may not require, in Garrett County or Allegany county, a natural gas rights owner or lessee to subordinate its interest to the Foundation's interest if the Foundation determines that exercise of gas rights will not interfere with an agricultural operation on district land; etc.

#### House Bill 722 – Agricultural Land Preservation Easements – Kennels

Companion bill: none

Legislative result: unfavorable committee report

Allows a landowner whose land is subject to a certain agricultural land preservation to use the land for a kennel, defining a certain term, and generally relating to allowing a landowner, whose land is subject to a certain agricultural land preservation easement to use the land for a kennel.

#### House Bill 1000 - Agricultural Land Preservation - Easements - Dwelling House

Companion bill: none

Legislative result: passed and vetoed by the Governor for policy reasons

Requires the Maryland Agricultural Land Preservation Foundation to release one acre to a landowner who originally sold an easement or to a subsequent landowner in Carroll County for the purpose of constructing a dwelling house under specified circumstances; prohibiting a landowner from subdividing that dwelling house from the property covered by an easement; and generally relating to agricultural land preservation.

#### House Bill 1131 – Local Land Preservation Programs

Companion bill: Senate Bill 627

Legislative result: amended, passed, and signed

Provides for specified declarations of intent; authorizing local governments to adopt local land preservation programs for specified purposes; providing for the funding of local land preservation program in a specified manner; requiring the development and review of specified plans in connection with a local land preservation program, which may be satisfied using specified existing plans; providing for the review of acquisition applications by the Department of Natural Resources; etc.

#### Senate Bill 627 – Local Land Preservation Programs

Companion bill: House Bill 1131

Legislative result: no Senate action; amended, passed, and signed cross-filed bill, HB1131

Provides for specified declarations of intent; authorizing local governments to adopt local land preservation programs for specified purposes; providing for the funding of local land preservation program in a specified manner; requiring the development and review of specified plans in connection with a local land preservation program, which may be satisfied using specified existing plans; providing for the review of acquisition applications by the Department of Natural Resources; etc.

## Farmland and Other Land Preservation in Maryland

Two compelling tasks were identified during fiscal year 2002 to be addressed in this and future Annual Reports of the Maryland Agricultural Land Preservation Foundation. First, Maryland's Governor and General Assembly have established explicit land preservation objectives in statute and by agreement. As a critical agent to achieve these goals, the Foundation has an obligation to help establish the initial benchmarks; develop standardized reporting format to make clear how protected farmland acreage and other protected land is calculated; monitor ongoing progress; and use this work in evaluating its program, coordinating activities with other land preservation organizations, and making recommendations on the resources needed to achieve these goals.

Second, Maryland's statewide farmland and other land preservation accomplishments have not been reported regularly in print. Maryland's land preservation accomplishments are the product of several different state programs and agencies, county governments, and private land trusts. For a clearer view of the progress made in Maryland towards its objectives and the part that the Foundation has played and for a more accurate comparative measurement in evaluating Maryland's accomplishments relative to others, the Foundation will provide an annual snapshot of Maryland's land preservation accomplishments and, as appropriate, a discussion concerning issues that help clarify the sources and limitations of the reported data.

#### Chesapeake Bay Agreement - Chesapeake 2000

Since 1983, the states of Maryland, Virginia, and Pennsylvania, the District of Columbia, the Chesapeake Bay Commission, and the U.S. Environmental Protection Agency representing the federal government have been signatories to historic agreements establishing the Chesapeake Bay Program partnership to protect and restore the Chesapeake Bay's ecosystem.

The signatories of the Chesapeake Bay Agreement agreed in 1987 that "there is a clear correlation between population growth and associated development and environmental degradation in the Chesapeake Bay system" The 2000 Agreement reaffirmed this concept and recognized that more needs to be done to manage growth and development by promoting sound land use. One of the provisions agreed upon in 2000 to support the goal of developing, promoting, and achieving sound land use practices that will protect and restore watershed resources and water quality, maintain reduced pollutant loadings for the Bay and its tributaries, and restore and preserve aquatic living resources is to:

"Strengthen programs for land acquisition and preservation within each state that are supported by funding and target the most valued lands for protection. Permanently preserve from development 20 percent of the land area in the watershed by 2010."

Since 93.8% of Maryland's land area lies in the Chesapeake Watershed, the State has adopted the ambitious goal of protecting 20% of the entire State to meet the goal set by Chesapeake 2000. The State's total land area is 6,208,025 acres. To protect 20% of the State and meet the objectives determined by the agreement, Maryland must protect 1,241,605 acres by 2010. As of January 8, 2003, Maryland has protected 1,181,472 acres, or 95.2% of its 2010 goal and 19.03% of the State. Of this amount, 19.4% of Maryland's protected lands are under MALPF easements, or 3.68% of the State. Maryland has substantially met the land protection goals of Chesapeake 2000, with only 60,133 acres still to protect by 2010.

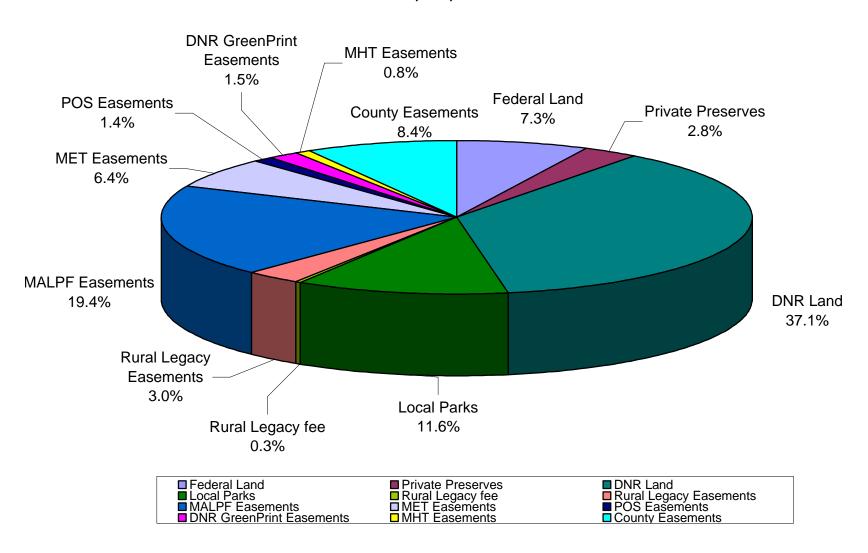
The tables and charts on the following pages, provided by Maryland's Department of Natural Resources, summarize the data on Maryland's protected lands through January 8, 2003.

#### SUMMARY OF MARYLAND'S PROTECTED LANDS

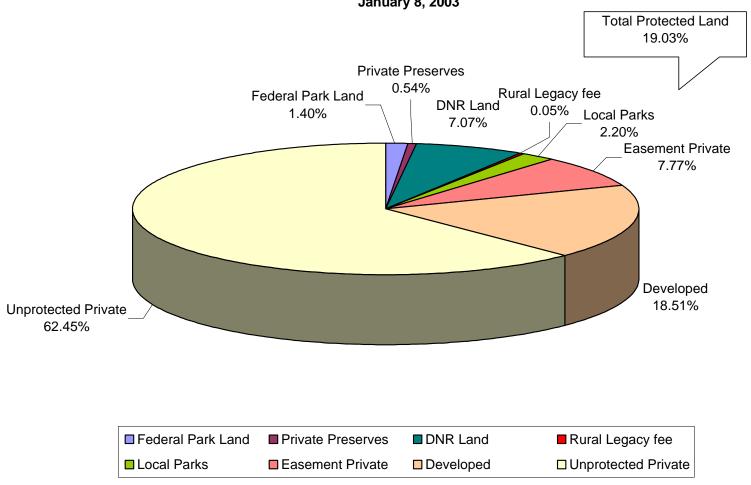
## Lands Protected and Developed in Maryland (through January 8, 2003)

Protected Land:	ACRES	SUB-TOTALS (in acres)	SUB-TOTALS (percentages) Percent of Protected Land	TOTALS Percent of State Land Area
Rural Legacy fee (state and local)	3,319		0.28%	0.05%
Rural Legacy easement (state and local)	35,740		3.03%	0.58%
MALPF easements	228,854		19.37%	3.69%
MD Environmental Trust easements	75,318		6.37%	1.21%
Program Open Space easements	16,250		1.38%	0.26%
DNR GreenPrint easements	17,389		1.47%	0.28%
MD Historical Trust easements	9,583		0.81%	0.15%
County PDR/TDR easements	99,532		8.42%	1.60%
County and municipal parkland	136,688		11.57%	2.20%
Dept. of Natural Resources lands	438,776		37.14%	7.07%
Federal government protections	86,797		7.35%	1.40%
Private conservation group protections	33,226		2.81%	0.54%
TOTAL LAND PROTECTED		1,181,472	100.00%	19.03%
Unprotected Land:			Percent of Unprotected Land	
Developed land within Priority Funding Areas (PFAs)	407,332		8.10%	6.56%
Developed land outside of Priority Funding Areas (PFAs)	543,752		10.82%	8.76%
Sub-Total MD Dept. of Planning/Property View 2000		951,084	18.92%	15.32%
Adjustments for roads, land not included in Property View 2000	198,317		3.95%	3.19%
Sub-Total Developed Unprotected Land		1,149,401	22.87%	18.51%
Privately-owned farmland	2,190,000			35.28%
Privately-owned forest lands	2,169,818			34.95%
(less private farms and forests protected by easements)	(482,666)			
Sub-Total Open Space Unprotected Land		3,877,152	77.13%	62.45%
TOTAL LAND UNPROTECTED		5,026,553	100.00%	80.97%
TOTAL LAND AREA		6,208,025		100.00%

### Protected Lands in Maryland - January 8, 2002 1,181,472 acres



## Protected, Developed & Undeveloped Land in Maryland January 8, 2003



#### Maryland General Assembly Joint Resolution 16 (2002 Legislative Session)

In the 2002 Legislative Session, the General Assembly passed Joint Resolution 16, entitled: "Preservation of Agricultural Land." This resolution was the product of a recommendation of the Maryland Agricultural Land Preservation Task Force and states:

"For the purpose of establishing a statewide goal to preserve agricultural land in Maryland whereas, agricultural land is an exhaustible resource of the State which, once removed from agriculture, is forever lost for crop and food production, and for open space uses; and whereas, although approximately 35% of Maryland's total land area is farmland, Maryland's agricultural land is still rapidly disappearing, with an estimated 18,000 acres of farmland annually being converted to urban, commercial, or other nonagricultural use; and whereas, global economic trends, continuing development pressures, the encroachment of strip and scattered development in rural areas and nearby cities, and growing urbanization, threaten the destruction of Maryland's rural environment and the disappearance of its valuable agricultural land for agricultural purposes; and whereas, Maryland should not become one large urban development without any balanced agricultural economy; and, whereas, it is generally essential to Maryland's economic and environmental stability and growth, and particularly to maintain an agricultural economy in the State, to preserve large, contiguous areas of prime and productive agricultural land; now, therefore, be it resolved by the General Assembly of Maryland, that the statewide goal is to triple the existing number of acres of productive agricultural land preserved by the Maryland Agricultural Land Preservation Foundation, GreenPrint, Rural Legacy, and local preservation programs by the year 2022...."

On the effective date of this resolution, April 6, 2002, 343,333 acres of Maryland's agricultural land were permanently preserved by MALPF, GreenPrint, Rural Legacy, and local preservation program easements. By extension, the General Assembly has set as its goal to protect 1,030,000 acres of land by the year 2022, adding 686,667 acres over twenty years, or approximately 34,334 acres per year. Assuming full funding under current revenue sources for the relevant programs, and accounting for variation in the economy and diversion of easement funds to other budget items when necessary, the Task Force projected that the State would preserve another 500,000 acres by 2022, leaving it about 187,000 acres short of its goal. An additional \$494 million beyond estimated revenues from existing sources dedicated to the preservation of productive agricultural land will be required to prevent this shortfall in the nineteen years beginning in FY 2004. That equates to approximately \$26 million per year in additional funds. The following table provides the initial benchmark to start evaluating progress towards meeting this objective in 2022.

Benchmark: Maryland General Assembly Joint Resolution 16 (2002) (April 6, 2002)					
PROGRAM	ACRES				
Maryland Agricultural Land Preservation Foundation	208,910				
Maryland Dept. of Natural Resources: GreenPrint Program	4,700				
Maryland Dept. of Natural Resources: Rural Legacy Program	29,740				
Local preservation programs	99,983				
TOTALS	343,333				

#### The Sources and Limitations of Maryland's Protected Lands Data

The data reported above was derived from many sources and compiled by Grant Dehart at Maryland's Department of Natural Resources, who also created the pie charts provided in this report.

Data	Effective Date	Source				
Total Land Area	08/29/2001	Ken Miller, MD Dept. of Natural Resources				
Developed Land Area	12/30/1999 and 1997	Fleck; MD Dept. of Planning				
Protected Land Area	01/08/2003	Ken Miller, Grant Dehart, MD Dept. of Natural Resources; MD Dept. of Planning; MD Board of Public Works				
Benchmarks of Protected Land for JR 16 (2002) and related projections	04/06/2002	MALPF Task Force, MD Dept. of Budget and Management; MD Dept. of Planning; and MD Dept. of Natural Resources				

Data is not necessarily reported in the same way by the different agencies. For example, MALPF has traditionally reported its protected acreage based on the approval of offers to landowners by the MALPF Board of Trustees. Adjustments are made at the end of the fiscal year for rejected offers, lot exclusions, changes in reported acreage based on surveys, etc. Maryland Environmental Trust reports its protected acreage when it settles on easement donations. The Rural Legacy Program reports its protected acreage based on the approval of project agreements by the Maryland Board of Public Works. One of the purposes of the systematic compilation and reporting of State protected lands data is to identify where these differences in reporting acreage affect the accuracy of the compilation. MALPF, for example, will be working to redesign and update its database to be able to report protected acreage based on the date of the MALPF Board approval, the date of approval by the Board of Public Works, and the date of settlement.

Duplicate reporting of protected acreage can also be a problem. For example, easements co-held by more than one organization are not unusual. Certain State tax benefits for easement donors are gained only if an easement is co-held by a specified State conservation agency, creating an incentive for local land trusts to grant an interest in an easement to the Maryland Environmental Trust. In turn, Maryland Environmental Trust has traditionally sought to co-hold easements with local land trusts to help with monitoring compliance and with soliciting additional easement donations. When protected land is subject to overlay or co-held easements, the data compiler must be careful to verify how that land is counted, to prevent double-counting. Again, the redesign and update of the MALPF database must provide a way to identify such properties to flag them to prevent double-counting.

A third issue that has become evident in recent years is the difficulty in the reporting of different kinds of protected lands. For example, an analyst cannot assume that the land protected by the Maryland Environmental Trust is restricted to land containing environmentally-sensitive, ecologically important, or critical habitat qualities. Some MET easement properties are working farms, managed forests, or are protected because of their historic significance. And obviously, many properties have multiple values that are being protected. The data currently available cannot easily distinguish among the primary values protected on different properties, much less differentiate among the relative importance of the different values protected on a single property. Though this problem will be taken into consideration in the redesign and update of the MALPF database, it must be recognized that land uses can change over time on protected lands (farmland can be converted to forest and viceversa) and many easements protect multiple conservation values that can change in relative importance over time. The General Assembly tacitly recognized this issue by setting its statewide goal to protect productive agricultural lands based on the work of several state agencies and the local preservation programs that have been critical in the preservation of what has come to be known as "working landscapes." But it should be recognized that agricultural lands are also protected by other agencies and not all land protected by the designated agencies is agricultural.

## Certification of County Agricultural Land Preservation Programs

Certification of Local Agricultural Land Preservation Programs was created by the Maryland General Assembly in 1990 and is jointly administered by the Maryland Agricultural Land Preservation Foundation and the Maryland Department of Planning. Program participation by interested counties is completely voluntary. Counties with an effective local agricultural land preservation program who wish to be certified must apply to both MALPF and Maryland Department of Planning for certification. The Maryland Agricultural Land Preservation Foundation and the Maryland Department of Planning have certified sixteen (16) Maryland counties.

The Certification Program allows counties to retain greater portions of the Agricultural Transfer Tax if they are able to demonstrate that they have an effective program to preserve agriculturally viable farmland. Non-certified counties keep one-third of the Agricultural Transfer Tax they collect. These funds are to be used for agricultural land preservation purposes. Certified counties are allowed to keep 75% of the Agricultural Transfer Tax revenue. The increase in a county's share of Agriculture Transfer Tax helps support its agricultural land preservation program.

Certification allows counties to create a preservation program that best meets local goals and needs. In combination with easement purchases, counties use other preservation tools such as agricultural zoning, transfer of development rights (TDRs), right-to-farm policies, and the establishment of agriculture as the best use of designated land. Other important aspects of local programs include defined areas for preservation and established acreage goals. In addition to the Maryland Agricultural Land Preservation program, certified counties have typically also preserved land through private land trusts, Maryland Environmental Trust (MET), the Rural Legacy Program, and the Federal Farmland Protection Program, among other organizations and programs.

		Certif	ied Cou	nty Agri	cultural L	and Preserv	vation P	rograms			
County	(acreage p	preserved thro	ugh progra	ams other	than MALPI	F, as reported in	county ce	county certification reports – 2002)			
	County	County	MET	Rural	TDR	Private	Critical	Federal	Purchase &		
	Districts	Easements		Legacy	Programs	Land Trusts	Farms	Easements	Retirement		
Anne Arundel	2,288	4,629		240				366			
Baltimore		1,058	10,496	407		538	279				
Calvert	21,024		617	1,252	9,499				2,833		
Carroll		337	822	2,398		39	129				
Cecil			2,561	1,081		1,197		2,239			
Charles	12,936	2,811	4,502	1,185	1,554	507		226			
Frederick		349	2,711	2,002			1,186	445			
Harford	2,252	15,250	2,532			250		247			
Howard		18,089	1,070		2,460						
Kent			6,723			3,300		397			
Montgomery	93	6,455	2,086	1,853	41,633			514			
Queen Anne's			6,233		2,417	1,378		1,046			
St. Mary's			800	2,563	221	303		330			
Talbot			10,728	551	580	4,076		629			
Washington		129	3,109	2,233		213		1,160			
Wicomico	430		662			5,000					
TOTALS	39,023	49,107	55,652	15,765	58,364	16,801	1,594	7,599	2,833		

This data has not been verified and reconciled. Data may be compiled and reported in different ways by different counties.

## **Easement Participation**

#### FY 2002

The Maryland Agricultural Land Preservation Foundation received a total of 400 applications to sell an agricultural land preservation easement during the FY 2002 Easement Acquisition Program. Applications were received until July 1, 2002.

Since the Foundation cannot purchase easements on all of the properties submitted for easement sale, the Board of Trustees requested the counties to prioritize the properties and send forward up to five applications, or the top 80% of the total number of applications received from their county, whichever was greater.

This review and prioritization helps the Foundation and the counties in several ways. It allows counties to develop their own criteria for which properties are the most important to preserve. They may prefer to encourage the purchase of easements on properties with the best quality soils, on properties that expand existing preservation areas, or on properties that are under direct threat of development.

For the Foundation, limiting the number of applications helps to maximize the use of State funds for actual easement purchases by limiting the number of properties to be appraised, reducing appraisal costs. Further, it helps Foundation and Department of General Services staff to limit the properties being processed for easement sale to a more manageable number.

In FY 2002, the Foundation appraised 290 properties. Offers were made to landowners to purchase easements on 156 farms. Of those, 36 offers were based on Green Print funding, and 120 offers

were based on regular MALPF funding sources.

The easement participation chart on the opposite page reports the total number of easements acquired in each county during FY 2002, and the collective total of easements acquired or under contract as of June 30, 2002. At the close of the fiscal year, the Foundation preserved 156 individual easement properties, permanently protecting 19,192 acres.

Dorchester County had the most acreage preserved during FY 2002. The Foundation received accepted easement offers for 21 Dorchester County properties, consisting of 2,874 acres. Other counties also added significant acreage, including Cecil (2,020 acres) and Queen Anne's Counties (1,884 acres).

Carroll County provided funds in addition to its local matching fund commitment to be used to purchase additional easements in the County. These funds were not matched by State funds. Although processed and held by the State, some Carroll County easements were acquired using 100% County Funds.

Three other counties provided additional county money towards easement offers. Frederick County provided additional funds to make a full offer to one landowner. Both Montgomery and Baltimore County committed 100% county funds towards an easement offer in their respective counties and supplemented an offer in their county with additional county funds, allowing the Foundation to provide a full, instead of an insufficient funds, offer.

## **EASEMENT PARTICIPATION**

(Fiscal Year 2002)

COUNTY	TOTAL EASEMEN OR WITH CONT (as of June	RACT STATUS	EASEMENTS OFFERED AND ACCEPTED (FY 2002)		AND ACCEPTED		AND ACCEPTED		LESS RECORDED LOT EXCLUSIONS FROM EASEMENTS	OR WITH CON	TOTAL EASEMENTS ACQUIRED OR WITH CONTRACT STATUS (as of June 30, 2002)		OR WITH CONTRACT STATUS		
	Number	Acreage	Number	Acreage	Acreage	Number	Acreage								
Allegany	1	183.2920	0	0		1	183.2920	0.2%							
Anne Arundel	34	4,242.1192	0	0		34	4,242.1192	2.0%							
Baltimore	148	16,418.7316	12	1,470.9020	-2.0000	160	17,887.6336	8.2%							
Calvert	31	4,140.9683	2	122.0000		33	4,262.9683	2.0%							
Caroline	169	23,481.7315	13	1,768.7707		182	25,250.5022	11.6%							
Carroll	274	34,431.0609	19	1,736.1220	-3.0000	293	36,164.1829	16.6%							
Cecil	61	10,235.5484	14	2,020.1158	-1.0000	75	12,254.6642	5.6%							
Charles	18	2,908.8223	4	564.6900		22	3,473.5123	1.6%							
Dorchester	37	6,475.4420	21	2,874.4000		58	9,349.8420	4.3%							
Frederick	88	14,403.7292	8	1,063.7475	-2.0000	96	15,465.4767	7.1%							
Garrett	31	4,377.1260	3	386.4000		34	4,763.5260	2.2%							
Harford	101	11,249.1348	5	709.0880		106	11,958.2228	5.5%							
Howard	27	3,952.7802	1	15.0000		28	3,967.7802	1.8%							
Kent	53	9,944.4392	4	522.9360		57	10,467.3752	4.8%							
Montgomery	12	2,304.9255	5	546.8075		17	2,851.7330	1.3%							
Prince George's	0	0	0	0		0	0	0.0%							
Queen Anne's	108	18,720.2436	11	1,883.9270		119	20,604.1706	9.5%							
St. Mary's	43	4,932.4020	12	939.6180		55	5,872.0200	2.7%							
Somerset	18	2,835.0080	4	394.7500		22	3,229.7580	1.5%							
Talbot	42	7,264.6670	6	877.4130		48	8,142.0800	3.7%							
Washington	41	7,332.0990	5	802.8800		46	8,134.9790	3.7%							
Wicomico	39	5,131.1020	1	150.0000		40	5,281.1020	2.4%							
Worcester	19	3,310.5245	6	342.2200		25	3,652.7465	1.7%							
TOTALS	1,395	198,275.8972	156	19,191.7875	-8.0000	1,551	217,459.6867	100.0%							

## **Easement Acquisition Program**

#### FY 2002

The average values of all accepted offers during FY 2002 are analyzed in the facing table by county and statewide. For FY 2002, a total of 217,460 acres will be placed under perpetual easement after settlement. The values listed in the table reflect average asking prices, fair market value, agricultural value, easement value and acquisition cost of properties within each county during FY 2002. The averages reported pertain exclusively to those properties on which easement offers were accepted by the landowners and should not be considered to be representative values of all farmland within any one county.

The Foundation received 400 applications to sell an easement for the FY 2002 Easement Acquisition Program. Of the applications submitted, 290 farms were appraised and considered for possible easement sales. With the limited funds available, the Foundation was able to make a total of 185 easement offers, which resulted in 156 accepted offers.

The average farm size of the 156 properties currently pending settlement is 123 acres, which is down from last year's average farm size of 137 acres.

The average asking price of all 156 properties considered during the FY 2002 Easement Acquisition Program was \$2,676 per acre. This average is higher than the asking prices of the 2001 cycle, at \$2,223 per acre.

The average easement value for FY 2002 was \$2,717 per acre, higher than last cycle's average of \$2,511 per acre.

The FY 2002 average acquisition cost was \$1,958 per acre, higher than the average acquisition cost during FY 2001, at \$1,944 per acre. The 156

easement offers accepted during this cycle represent a total acquisition cost of \$37,582,057.09.

Carroll County Commissioners committed several million dollars above their original matching fund commitment of \$666,667.00 to purchase additional easements in Carroll County after all other fund allocations were exhausted. The Foundation extended additional offers to Carroll County landowners in the order they were ranked. The County instructed the Foundation to utilize these funds by making offers not to exceed 70% of the appraised fair market value of each property. These offers will be funded entirely with County funds.

Carroll County had 26 applications for FY 2002. Easement offers were extended to each of those 26 applicants, with 18 landowners accepting. Of those 18 accepted offers, ten were comprised of 100% County funds.

Montgomery, Baltimore, and Frederick Counties also provided additional county funds above their original matching fund commitment.

Because easement offers are based on the lower of either the asking price or the easement value (the appraised fair market value less the agricultural value), the Foundation purchases easements at a discounted value when the asking price is below the easement value. In the FY 2002 Easement Acquisition Program, a total savings of \$10,328,934 was realized as participants accepted offers that were below the appraised easement value.

Using the average direct acquisition cost of \$1,958 per acre for FY 2002, the Foundation purchased an additional 5,275 acres due to the competitive bidding component of the program.

### **EASEMENT ACQUISITION PROGRAM**

(Fiscal Year 2002)

	NUMBER OF	TOTAL NUMBER	AVERAGE FARM	AVERAGE ASKING	AVERAGE FAIR	AVERAGE AGRICUL-	AVERAGE EASEMENT	ACQUIS	SITION COST	
COUNTY	EASEMENTS	OF ACRES	SIZE IN ACRES	PRICE PER ACRE	MARKET VALUE PER ACRE	TURAL USE VALUE PER ACRE	VALUE PER ACRE	PER ACRE	TOTAL	DISCOUNT
Allegany										
Anne Arundel										
Baltimore	12	1,470.9020	122.5752	\$3,812.50	\$5,858.48	\$559.02	\$5,302.46	\$3,812.50	\$5,224,553.08	\$1,465,771.44
Calvert	2	122.0000	61.0000	8,150.00	11,623.15	194.16	11,427.99	7,713.59	1,213,504.15	627,812.50
Caroline	13	1,768.7707	136.0593	746.92	2,195.02	927.07	1,267.95	740.42	1,286,792.06	441,581.73
Carroll	19	1,736.1200	91.3747	4,008.32	4,376.67	578.77	3,797.64	3,003.22	5,046,813.99	1,226,404.74
Cecil	14	2020.1158	144.2940	1,778.57	3,939.37	766.90	3,172.47	1,724.43	3,459,804.98	819,450.97
Charles	4	564.6900	141.1725	4,375.00	3,575.89	551.50	3,024.39	3,024.39	1,509,942.46	0.00
Dorchester	21	2,874.4000	136.8762	1,841.27	2,184.77	824.34	1,357.10	941.27	2,562,580.58	735,525.38
Frederick	8	1,063.7475	132.9684	1,824.50	3,397.80	682.21	2,715.48	1,824.50	1,857,967.44	992,486.00
Garrett	3	386.4000	128.8000	1,866.67	1,766.84	560.00	1,206.84	1,206.84	486,157.00	0.00
Harford	5	709.0880	141.8176	3,570.00	6,121.42	508.07	5,521.43	3,570.00	2,896,348.59	942,272.52
Howard	1	15.0000	15.0000	14,000.00	9,000.00	677.19	8,322.81	8,322.81	116,519.33	0.00
Kent	4	522.9360	130.7340	2,567.50	5,848.62	871.44	4,977.17	2,567.50	1,123,989.30	1,029,540.83
Montgomery	5	546.8075	109.3615	3,880.00	5,280.67	763.38	4,517.28	3,861.64	2,113,251.51	409,102.13
Prince George's										
Queen Anne's	11	1,883.9270	171.2661	1,108.91	2,511.36	954.84	1,565.52	1,095.28	2,022,921.78	957,949.74
St. Mary's	12	939.6180	78.3015	2,958.33	3,166.49	450.43	2,716.05	2,480.23	2,384,195.93	259,066.90
Somerset	4	394.7500	98.6875	1,025.00	2,424.32	820.77	1,602.20	1,025.00	398,825.00	142,149.16
Talbot	6	877.4130	146.2355	2,454.17	3,358.20	1,100.29	2,257.91	2,036.21	1,766,689.47	279,658.42
Washington	5	802.8800	160.5760	4,000.00	3,040.06	890.33	2,149.73	2,149.73	1,692,103.17	0.00
Wicomico	1	150.0000	150.0000	3,000.00	1,700.00	623.61	1,076.39	1,076.39	161,459.20	0.00
Worcester	6	342.2220	57.0370	852.00	1,663.31	687.15	976.16	779.84	257,638.07	162.00
TOTALS	156	19,191.7875	123.0243	\$2,676.00	\$3,468.00	\$751.00	\$2,717.00	\$1,958.24	\$37,582,057.09	\$10,328,934.46

The average asking price per acre, average fair market value per acre, average agricultural use value per acre, average easement value per acre, and average acquisition cost per acre for individual counties are calculated by summing the per acre price, cost, or value by property and dividing the result by the number of properties. Thus, the table's values may not be internally consistent. The reported discount is the maximum easement value for all properties less the actual acquisition cost, with the total representing the willingness of property owners to accept less than the full easement value of the properties in the competitive bidding process.

## **Easement Acquisition Program**

## HISTORICAL PERSPECTIVE

The Historical Perspective table shows easement acquisitions by year. The table also factors in adjustments from deeds and late rejections of easement offers after initial acceptance, which is noted in the final figure. Total dollar value and average cost per acre by year are based on easement acreage only. The average fair market, agricultural and easement values are based on the appraisals obtained by the State and used in making easement offers.

These figures do not reflect adjustments made to the total acreage when settled. Any adjustments made to the acreage, due to deeds and/or surveys reflecting different acreage contained in title deeds, as well as excluded lots over the past year, are shown in the chart on the opposite page and in the Acreage Reduction Chart on page 31.

Adjustments made involving the total payback amount associated with lot exclusions and other adjustments from deeds to date are shown at the bottom of the acquisition cost column.

Over the past 25 years, a total of 1,551 applicants have accepted easement offers of the 2,120 offers made by the Foundation, representing a 73% acceptance rate. The acreage preserved for agriculture on these 1,551 farms totals 217,459.6867 acres. This adjusted figure takes into consideration acreage reduction from lot exclusions in FY 2002. Over time, the average size of preserved farm properties is 140 acres.

The historic average asking price of landowners is \$1,588 per acre. The historic average easement value is \$1,834 per acre. The average historic acquisition cost is now \$1,359 per acre. All of these averages are trending upward over time.

Landowners have continued to discount their asking price to be competitive in receiving an offer from available funds. Until last year, the landowners who offered the best discount were the ones ranked the highest. However, that relationship is changing as more counties create their own prioritization method based on criteria other than discounting.

The discount value shown in the adjacent chart represents the total dollars saved by competitive bidding and the additional easement acres that the Foundation acquired each year with that savings. In other words, the total discount value divided by the average acquisition cost equals the additional acreage that the Foundation was able to protect under easement.

Due to competitive bidding and the resulting discounted values, the Foundation has been able to purchase easements with a cumulative savings of \$101,770,120. As a result, the State purchased an estimated 52,030 acres more than it could have had it paid the full value for easements. This competitive bidding mechanism continues to play a very important role for the Foundation in making easement offers.

## EASEMENT ACQUISITION PROGRAM (Historical Perspective)

FISCAL YEAR	ACCEPTED OFFERS	TOTAL ACRES	AVERAGE FARM	ACCEPTED ASKING PRICE		APPRAISED VALUES		ACQUISITION COST	DISCOUNT VALUE
TLAIR	ACCEPTANCE	ACKES	SIZE		FAIR MARKET	AGRICULTURAL	EASEMENT		
	RATE		(acres)	AVERAGE PER ACRE TOTAL AMOUNT	ADDITIONAL ACRES TOTAL AMOUNT				
1977 to 1993	736 of 1,184 62%	106,976.5016	144	\$1,213 p/acre \$129,783,289	\$2,460 p/acre \$263,212,656	\$1,312 p/acre \$140,443,572	\$1,185 p/acre \$126,786,333	\$1,016 p/acre \$108,740,917	17,516 acres \$17,796,984
1994 Cycle One & Two	49 of 54 91%	6,805.0084	138	\$1,918 p/acre \$13,052,329	\$3,639 p/acre \$24,760,750	\$718 p/acre \$4,884,325	\$2,920 p/acre \$19,876,424	\$1,617 p/acre \$11,000,311	1,183 acres \$8,049,188
1995 Cycle One & Two	49 of 66 74%	7,868.7585	160	\$1,633 p/acre \$12,852,272	\$3,040 p/acre \$23,923,175	\$792 p/acre \$6,231,521	\$2,235 p/acre \$17,586,655	\$1,384 p/acre \$10,891,991	2,389 acres \$6,587,022
1996	50 of 59 85%	6,575.4135	132	\$1,697 p/acre \$11,156,156	\$2,977 p/acre \$19,577,300	\$773 p/acre \$5,081,222	\$2,205 p/acre \$14,496,078	\$1,537 p/acre \$10,109,481	2,629 acres \$4,041,142
1997	84 of 88 95%	11,808.4475	141	\$1,470 p/acre \$17,360,614	\$2,848 p/acre \$33,625,725	\$655 p/acre \$7,734,524	\$2,193 p/acre \$25,891,901	\$1,382 p/acre \$16,324,772	6,838 acres \$9,450,159
1998	84 of 90 92%	12,469.7617	148	\$1,688 p/acre \$21,047,013	\$3,027 p/acre \$37,741,650	\$666 p/acre \$8,305,238	\$2,364 p/acre \$29,481,412	\$1,634 p/acre \$20,378,116	4,641 acres \$7,584,027
1999	104 of 118 88%	14,274.4518	137	\$1,650 p/acre \$23,556,074	\$3,012 p/acre \$42,990,425	\$667 p/acre \$9,516,930	\$2,345 p/acre \$33,473,495	\$1,619 p/acre \$23,109,183	6,585 acres \$10,660,892
2000	147 of 169 87%	19,367.1352	132	\$1,818 p/acre \$35,212,521	\$3,129 p/acre \$60,614,079	\$724 p/acre \$14,021,015	\$2,405 p/acre \$46,593,064	\$1,683 p/acre \$32,609,436	8,264 acres \$13,818,049
2001	95 of 110 86%	12,986.5969	137	\$2,223 p/acre \$28,863,085	\$3,201 p/acre \$41,569,093	\$690 p/acre \$8,966,279	\$2,511 p/acre \$32,602,857	\$1,944 p/acre \$25,246,645	7,635 acres \$13,453,723
2002	156 of 185 84%	19,191.7875	123	\$2,676 p/acre \$51,356,192	\$3,468 p/acre \$66,553,930	\$751 p/acre \$14,419,991	\$2,717 p/acre \$52,133,938	\$1,958 p/acre \$37,582,057	<u>5,275 acres</u> \$10,328,934
TOTALS	1,551 of 2,120 73%	217,467.6847 <u>less 8.0000</u> 217,459.6867	140	\$1,588 p/acre \$345,239,545	\$2,826 p/acre \$614,568,783	\$1,010 p/acre \$219,604,617	\$1,834 p/acre \$398,922,157	\$1,359 p/acre \$295,630,162 less 15,463 \$295,614,699	<u>52,030 acres</u> \$101,770,120

## **District Participation**

#### FY 2002

In FY 2002, the Foundation approved the establishment of 146 new agricultural land preservation districts, protecting an additional 17,431 acres with five-year district agreements restricting the land to agricultural use.

Landowners terminated eleven districts totaling 1,334 acres during FY 2002. Routine termination of districts has occurred only since FY 1984 when the first districts in the program ended their five-year commitment. Owners of some terminated districts likely reconfigured the land and returned it to district status in a different form or under different ownership.

Acreage adjustments from verification of property descriptions resulted in a net decrease of 149.8252 acres in the program's acreage base on properties pending easement sale after the survey of district acreage.

After adding the acreage of newly established districts to last year's total acreage base of 382,987 acres and subtracting the total acreage adjustments from full and partial terminations, district lot exclusions, and acreage adjustments from deeds during FY 2002, the adjusted total acreage base of recorded and approved district properties, as of June 30, 2002, totaled 398,927 acres, covering 3,062 individual district properties.

During FY 2002, St. Mary's County enrolled the most district acreage in the program with 17 new agricultural districts established, covering 1,918 acres. Charles County had the second highest number of new districts acreage enrolled with 14 new properties, totaling 1,909 acres. Several other

counties also added significant acreage to the program's acreage totals.

The largest distribution of district acreage is located in the **Upper Eastern Shore** (Queen Anne's, Talbot, Cecil, Kent and Caroline Counties). This area accounts for 128,328 district acres, or 32.2% of all district acres statewide. The Upper Shore Region continues to surpass the Central Region of Maryland in the number of district acres.

The **Central Region** (Baltimore, Carroll, Harford, Howard and Montgomery Counties) now has a total of 121,837 acres enrolled in the program, accounting for 30% of the total district acreage.

The third largest area of district properties is the **Western Region** (Allegany, Frederick, Garrett and Washington Counties) with a total of 64,001 acres, or 16.1% of the total district acreage.

The **Southern Region** (Anne Arundel, St. Mary's, Calvert, Charles and Prince George's Counties) continues to increase its share of total district acreage, from 11.1% last year to 11.7% of the Maryland's district acreage, with a total of 46,880 acres.

The **Lower Eastern Shore** (Dorchester, Wicomico, Worcester and Somerset Counties) now has 37,881 acres, 10% of total district acreage.

The Maryland Agricultural Land Preservation Program continues to preserve quality farmland, relying on the continued coordination and cooperation of local governments and, of course, the interest and willingness of landowners to participate.

The adjusted total acreage base of recorded and approved district properties, as of June 30, 2002, was **398,927** acres, covering **3,062** individual district properties. This total includes properties whose owners have sold their permanent easements to the Maryland Agricultural Land Preservation Foundation.

## **DISTRICT PARTICIPATION**

(Fiscal Year 2002)

COUNTY		<b>ED DISTRICTS</b> ne 30, 2001)	DISTRICTS DURING		TERMIN	RICT NATIONS al terminations)	ACREAGE ADJUSTMENTS		TOTAL RECORDED AND APPROVED DISTRICTS (as of June 30, 2002)		PERCENTAGE OF TOTAL
	Number of Districts	District Acreage	Number of Districts	District Acreage	Number of Districts	District Acreage	Acreage Adjustments from Deeds	District Lot Exclusion Acreage	Number of Districts	District Acreage	
Allegany	6	1,008.6180							6	1,008.6180	0.25%
Anne Arundel	96	9,338.1043	3	365.7600	-1	-301.0000			98	9,402.8643	2.3%
Baltimore	330	30,788.4721	15	1,432.2290			-8.9210		345	32,211.7801	8.1%
Calvert	53	6,514.9402	2	327.4000					55	6,842.3402	1.7%
Caroline	306	40,798.7978	8	997.6000			-5.6265		314	41,790.7713	10.5%
Carroll	412	49,770.3711	11	865.0140			-2.6332	-1	423	50,631.7519	12.7%
Cecil	130	18,145.9237	5	716.6810			6.3050		135	18,868.9097	4.7%
Charles	108	16,008.4900	14	1,908.6110			13.3990		122	17,930.5000	4.5%
Dorchester	103	15,550.7681	4	387.3600			-16.3990		107	15,918.7291	3.9%
Frederick	179	26,223.1222	9	917.9650	-2	-278.6000	-9.4390		186	26,852.0482	6.7%
Garrett	49	6,843.2078	5	617.6800			-7.6380		54	7,453.2498	1.9%
Harford	247	26,343.1048	6	507.5593	-1	-47.4600	1.6177		252	26,804.8218	6.7%
Howard	48	6,195.4134	2	46.9800					50	6,242.3934	1.6%
Kent	100	18,442.6942	6	1,369.4410	-1	-204.0000	-20.4300		105	19,587.7052	4.9%
Montgomery	30	5,456.2741	3	491.5790					33	5,947.8261	1.5%
Prince George's	0	0	1	122.7440					1	122.7440	0.05%
Queen Anne's	196	32,768.6930	9	1,203.8510			-8.2710		205	33,964.2730	8.5%
St. Mary's	90	10,683.3783	17	1,918.3500			-22.1480		107	12,579.5763	3.2%
Somerset	41	5,680.8210							41	5,680.8210	1.5%
Talbot	89	13,626.2738	9	802.3070	-3	-283.9600	-28.0780		95	14,116.5428	3.5%
Washington	207	28,035.3880	5	757.9700	-2	-104.8300			210	28,687.5280	7.2%
Wicomico	68	8,949.3445	6	1,019.2770	-1	-114.0000	-16.7522		73	9,837.8693	2.5%
Worcester	39	5,814.5465	6	654.4400			-24.8110		45	6,444.1755	1.6%
TOTALS	2,927	382,986.7469	146	17,430.7943	-11	-1,333.8500	-149.8252	-6	3,062	398,927.8390	100%

### REGIONAL ANALYSIS: PERCENTAGE OF TOTAL DISTRICT ACREAGE

(Fiscal Years 1999-2002)

REGIONS	FY 1999	FY 2000	FY 2001	FY 2002
WESTERN: Allegany Frederick Garrett Washington	16.3%	16.6%	16.2%	16.1%
	55,922 acres	59,783 acres	62,110 acres	64,001 acres
CENTRAL: Baltimore Carroll Harford Howard Montgomery	33.0%	32.1%	31.0%	30.0%
	112,942 acres	115,583 acres	118,553 acres	121,837 acres
SOUTHERN: Anne Arundel Calvert Charles Prince George's St. Mary's	9.8%	10.7%	11.1%	11.7%
	33,469 acres	38,507 acres	42,547 acres	46,880 acres
UPPER SHORE: Caroline Cecil Kent Queen Anne's Talbot	32.3%	31.9%	32.3%	32.2%
	110,670 acres	115,121 acres	123,782 acres	128,328 acres
LOWER SHORE: Dorchester Somerset Wicomico Worcester	8.6%	8.7%	9.4%	10.0%
	29,499 acres	31,504 acres	35,996 acres	37,881 acres
TOTAL ACREAGE	342,502 acres	360,498 acres	382,988 acres	398,927 acres

## REGIONAL ANALYSIS: PERCENTAGE OF TOTAL EASEMENT ACREAGE

(Fiscal Years 1999-2002)

REGIONS	FY 1999	FY 2000	FY 2001	FY 2002	
WESTERN:					
Allegany	13.9%	13.9%	13.3%	13.0%	
Frederick					
Garrett	23,203 acres	25,067 acres	26,296 acres	28,547 acres	
Washington					
CENTRAL:					
Baltimore	36.1%	35.8%	34.5%	33.5%	
Carroll					
Harford	60,115 acres	64,411 acres	68,357 acres	72,830 acres	
Howard					
Montgomery					
SOUTHERN:					
Anne Arundel	7.3%	8.0% 14,484 acres	8.2% 16,224 acres	8.2% 17,851 acres	
Calvert					
Charles	12,104 acres				
Prince George's					
St. Mary's					
<b>UPPER SHORE:</b>					
Caroline	35.0%	36.9%	35.0%	35.3%	
Cecil			69,647 acres		
Kent	58,286 acres	66,394 acres		76,719 acres	
Queen Anne's					
Talbot					
LOWER SHORE:					
Dorchester	8.3%	9.3%	9.0%	10.0%	
Somerset					
Wicomico	13,821 acres	16,722 acres	17,752 acres	21,513 acres	
Worcester					
TOTAL	166,529 acres	180,078 acres	198,276 acres	217,460 acres	
ACREAGE	100,347 acres	100,070 acres	190,270 acres	217,400 acres	

## **Acreage Adjustments**

The table on the opposite page shows acreage reductions in district and easement properties recorded from July 1, 2001, through June 30, 2002. The table comprises five factors that would result in an adjustment of the Program's acreage base, including approved and recorded lot exclusions for use of the owner(s) or owner's children, exclusions by a county for public benefit, early termination of a district agreement due to severe economic hardship, regular district terminations, and acreage adjustments from deeds.

During FY 2002, eleven district agreements were terminated after fulfilling the minimum five-year commitment. In addition, there were partial district terminations for various reasons. Collectively, 1,498 acres were released from the program's district acreage base during FY 2002. Since the program began, a total of 246 districts covering 38,894 acres have been terminated. It is important to note that some of the terminated districts may have been reconfigured and put back into the program in a different form or under different ownership.

Several lots were excluded from either district or easement restrictions for the construction of a dwelling for the personal use of the landowner who sold the easement or the landowner's children. During FY 2002, 6.00 acres were excluded from district status for owner's or child's lots. 8.00 acres were released from easement restrictions for this purpose. A total of 14.00 acres were released from district or easement properties for the construction of new houses. These lots range from one to two acres in size, depending on local health department and county regulations.

When lots are released for an owner's or child's lot, the landowner is required to pay the Foundation for the release of the acreage from the easement. The payback is valued at the per acre value of what the State originally paid the landowner for the easement. This payback requirement has been in effect since 1982. No payback is involved

for lots excluded from the program while the property is in district status. In FY 2002, the total payback amount for lot exclusions from easement properties equaled \$15,463.40. The cumulative payback for lot exclusions since 1982 is \$213,469.31.

When an easement is purchased, restrictions are placed on the total property acreage within the district. A landowner is not compensated for the one-acre area surrounding each dwelling in existence when the district was first established. Any landowner may request to exclude one acre surrounding each pre-existing dwelling with no payback requirement. If verified that more than one acre is needed to satisfy the health department or county regulations for residential lots, the Foundation may allow up to two acres to be excluded from an easement. A payback is required for the extra acreage beyond one acre prior to its release.

The Foundation may receive requests from county governments to exclude land from district or easement restrictions for public purposes, such as road improvements or the construction of bridges or culverts. No acreage was excluded for public benefit during FY 2002. Since the program began, a total of 21.469 acres have been excluded for such public purposes, with a total payback of \$24,490.43.

In the easement settlement process, acreage adjustments are often made after a title search of each property is performed. The verification of acreage through research of ownership, including out-conveyances and surveys may reflect a different acreage total than that shown on the district agreement. In such cases, adjustments are made to the database. During FY 2002, acreage adjustments from deeds resulted in a net decrease of 149.8252 acres. The total net loss from such adjustments to date totals 1,124 acres.

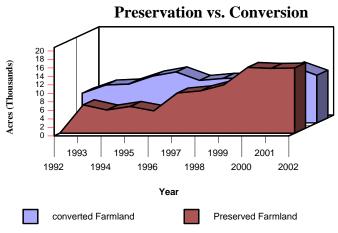
The acreage reductions in FY 2002 from all sources recorded between July 1, 2001 and June 30, 2002, total 1,497.6752 acres.

#### ACREAGE REDUCTIONS IN DISTRICTS OR EASEMENT PROPERTIES

(recorded from July 1, 2001 to June 30, 2002)

COUNTY	OWNER'S OR CHILDREN'S LOT EXCLUSIONS		EXCLUSION BY COUNTY FOR PUBLIC BENEFIT		EARLY TERMINATION FOR SEVERE ECONOMIC HARDSHIP		DISTRICT TERMINATION AFTER FIVE YEARS		ACREAGE ADJUST- MENTS FROM	TOTALS	
	Easement Acreage	Payback Amount	District Acreage	District/ Easement Acreage	Payback Amount	Number	Acreage	Number	Acreage	DEEDS	
Allegany											
Anne Arundel								-1	-301.0000		-301.0000
Baltimore	-2.0000	\$7,500.00								-8.9210	-10.9210
Calvert											
Caroline										-5.6265	-5.6265
Carroll	-3.0000	\$4,782.64	-1.0000							-2.6332	-6.6332
Cecil	-1.0000	\$1,035.00								6.3050	5.3050
Charles										13.3990	13.3990
Dorchester			-3.0000							-16.3990	-19.3990
Frederick	-2.0000	\$2,145.76	-1.0000					-2	-278.6000	-9.4390	-291.0390
Garrett										-7.6380	-7.6380
Harford								-1	-47.4600	1.6177	-45.8423
Howard											
Kent								-1	-204.0000	-20.4300	-224.4300
Montgomery											
Prince George's											
Queen Anne's										-8.2710	-8.2710
St. Mary's										-22.1480	-22.1480
Somerset											
Talbot								-3	-283.9600	-28.0780	-312.0380
Washington			-1.0000					-2	-104.8300		-105.8300
Wicomico								-1	-114.0000	-16.7522	-130.7522
Worcester										-24.8110	-24.8110
TOTALS	-8.0000	\$15,463.40	-6.0000					-11	-1,333.8500	-149.8252	-1,497.6752

## **Preservation versus Conversion**



Note: The acres of preserved farmland shown in the chart above only reflect those preserved by the Maryland Agricultural Land Preservation Foundation. Additional acreage has been preserved through various county programs, local land trusts and other State programs.

#### **Annual Change in Preserved Farmland versus Farmland Converted to Other Uses**

(FY 1993-2002, in acres)

STATUS	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	TOTAL (10-year)
Converted Farmland	11,132	11,430	13,743	14,995	12,491	13,078	13,186	12,484	16,463	14,011	133,013
Preserved Farmland	8,358	6,805	7,869	6,575	11,808	12,470	14,274	19,367	*12,987	19,192	119,705
Net Difference	(2,774)	(4,625)	(5,874)	(8,420)	(683)	(608)	1,088	6,883	(3,476)	5,181	(13,308)

<sup>\*</sup> Adjusted from FY 2001 Annual Report.

The graph and table above compares the acres lost from agriculture and converted to other land uses to the number of acres preserved by the Maryland Agricultural Land Preservation Foundation between 1993 and 2002. The table and chart above only reflect land preserved by the Foundation.

From 1993 to 2002, the amount of farmland lost to development continued to surpass that being preserved, with Maryland losing 13,308 acres more than it placed under permanent restriction. From 1993 to 1997, Maryland lost 22,376 acres more than it preserved. From 1998 to 2002, Maryland preserved 9,068 acres more farmland than were lost to non-farming uses.

Over the last ten years, Maryland lost an average of 13,301 acres per year of farmland to other uses. MALPF has been able to preserve an average of 11,845 acres per year during the same period.

While farmland acreage converted annually to non-farming uses has remained about the same since 1993, the acreage preserved by MALPF increased substantially, almost doubling from an average of 8,282 acres annually from 1993 to 1997 to 15,658 acres annually from 1998 to 2002.

The continued loss of valuable farmland to alternative uses in face of the acreage goals set by the General Assembly in the 2002 legislative session and set by the Chesapeake Bay Agreement compel the Foundation to make a more concentrated and coordinated effort with local jurisdictions and other programs to preserve diminishing farmland resources, particularly in light of the current economy, low interest rates, the continuing pressure of development, and the ongoing public support for land preservation.

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## MARYLAND AGRICULTURAL LAND PRESERVATION FOUNDATION

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Represented by Lewis Logan	Represented by Douglas H. Wilson	Annapolis, MD 21404-0466
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(410) 658-6325	(301) 972-7794 (h)	Snow Hill, MD 21863-1070
(410) 030-0323	(301) 349-4242 (w)	(410) 632-5651
	(301) 349-4240	(110) 032 3031
(08) CHARLES COUNTY	(16) PRINCE GEORGE'S COUNTY	
Leonard Rice	c/o Tom Tyson, MNCPPC	
12550 Rice's Place	County Administration Bldg.	
Newburg, MD 20664	14741 Governor Oden Bowie Drive	
(301) 259-2592	Upper Marlboro, MD 20870	
	(301) 952-3521	

# County Program Administrators MARYLAND AGRICULTURAL LAND PRESERVATION FOUNDATION

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(01) ALLEGANY COUNTY	(09) DORCHESTER COUNTY Karen Houtman	(17) QUEEN ANNE'S COUNTY Radhika Sakhamuri
Dave Dorsey	Dept. of Planning & Zoning	
Allegany County Government 701 Kelly Road, Suite 220	Post Office Box 107	Dept. of Planning & Zoning 160 Coursevall Drive
Cumberland, MD 21502-3401	Cambridge, MD 21613	Centreville, MD 21617
(301) 777-2199	(410) 228-3234	(410) 758-1255
(02) ANNE ARUNDEL COUNTY	(10) FREDERICK COUNTY	(18) ST. MARY'S COUNTY
Barbara Polito	Tim Blaser	Donna Sasscer
Dept. of Parks & Recreation	Dept. of Planning & Zoning	Dept. of Econ. & Community Dev.
1 Harry S. Truman Parkway, MS-3225	Winchester Hall	Post Office Box 653
Annapolis, MD 21401-7080	Frederick, MD 21701	Leonardtown, MD 20650
(410) 222-7317 x-3553	(301) 694-2513	(301) 475-4200 x-1402
(03) BALTIMORE COUNTY	(11) GARRETT COUNTY	(19) SOMERSET COUNTY
Wally Lippincott, Jr.	John Nelson, Planning Director	Tom Lawton
Dept. of Environmental Protection	Planning Office	Dept. of Planning & Zoning
County Courts Bldg., Room 416	313 East Alder Street	Somerset County Office Complex
401 Bosley Avenue	Old Courthouse, Room 307	11916 Somerset Avenue
Towson, MD 21204	Oakland, MD 21550	Princess Anne, MD 21853
(410) 887-4488 x-241	(301) 334-1920	(410) 651-1424
(04) CALVERT COUNTY	(12) HARFORD COUNTY	(20) TALBOT COUNTY
Gregory Bowen, Deputy Director	William Amoss	Frank Hall
Dept. of Planning & Zoning	Dept. of Planning & Zoning	Planning & Zoning Office
Courthouse, Room 1600	220 South Main Street	11 North Washington Street
Prince Frederick, MD 20678	Bel Air, MD 21014	Easton, MD 21601
(410) 535-1600	(410) 638-3103	(410) 770-8032 or 770-8030
(05) CAROLINE COUNTY	(13) HOWARD COUNTY	(21) WASHINGTON COUNTY
Tammy Buckle	Joy Levy	Eric Seifarth
Planning Department	Dept. of Planning & Zoning	Planning Department
Planning Department 403 South 7 <sup>th</sup> Street	3430 Courthouse Drive	County Administration Building
Denton, MD 21629	Ellicott City, MD 21043	100 W. Washington Street, Room 320
(410) 479-8106	(410) 313-4382	Hagerstown, MD 21740-4727
		(240) 313-2445
(06) CARROLL COUNTY	(14) KENT COUNTY	(22) WICOMICO COUNTY
William R. Powel III	Carla Martin	Gloria Smith
County Office Building	Planning Commission	Government Office Bldg., Room 203
225 North Center Street	400 High Street	Post Office Box 870
Westminster, MD 21157	Chestertown, MD 21620	Salisbury, MD 21803-0870
(410) 386-2131	(410) 778-7475	(410) 548-4860
(07) CECIL COUNTY	(15) MONTGOMERY COUNTY	(23) WORCESTER COUNTY
Jocelyn Beland	John Zawitoski	Sandy Coyman
Cecil County Courthouse	18410 Muncaster Road	Dept. of Comprehensive Planning
Elkton, MD 21921	Derwood, MD 20850	One West Market Street, Room 1302
(410) 996-5220	(301) 590-2831	Snow Hill, MD 21863-1070
(1-2)/// 0-2-0	(22-,070 2001	(410) 632-5651
(08) CHARLES COUNTY	(16) PRINCE GEORGE'S COUNTY	( -, ===================================
Charles Rice	Tom Tyson, MNCPPC	
Dept. of Planning/Growth Management	County Administration Bldg.	
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(301) 645-0651	(301) 952-3521	
(201) 042-0021	(301) 334-3341	

## **Foundation Staff**

## MARYLAND AGRICULTURAL LAND PRESERVATION FOUNDATION



Jim Conrad Executive Director



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Elizabeth Weaver Administrative Officer



Jeanine Nutter Fiscal Accounts